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# Before the FEDERAL COMMUNICATIONS COMMISSION Washington, D.C. 20554

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In the Matter of	)	OFFICE OF GEORETARY
Interconnection Between Local Exchange Carriers and Commercial Mobile Radio Service Providers	) ) )	CC Docket No. 95-185

#### REPLY COMMENTS OF AMERITECH

### I. <u>Introduction</u>

Ameritech submits its Reply Comments in this matter, noting that both the economic literature and the public policy arguments already on the record are nearly unanimous in their opposition to the Commission's tentative adoption of a "bill and keep" approach for interconnection arrangements between local exchange carriers ("LECs") and commercial mobile radio service ("CMRS") providers.¹ Such an unjustified departure from the cost-based interconnection model already chosen by the Federal Communications Commission ("Commission") would be a clear signal supporting the uneconomic practice of arbitrage. Negotiated interconnection agreements between LECs and CMRS providers continue to offer the most effective means to achieve the Commission's policy goals, and should remain the favored means of implementing fully-effective interconnection among and between networks.

In the Matter of Interconnection Between Local Exchange Carriers and Commercial Mobile Radio Service Providers, CC Docket No. 95-185, CC Docket No. 94-54, Notice of Proposed Rulemaking, rel. January 11, 1996 (hereinafter "NPRM"), at 20 (¶ 39).

## II. Bill and keep would create incentives for uneconomic deployment

A number of commenting parties aptly noted that the adoption of a bill and keep approach to LEC-to-CMRS interconnection would provide strong financial incentives for CMRS providers to deploy systems and equipment so as to maximize their "take" under this regime. For example, CMRS providers would have massive financial incentives to design and deploy their infrastructures so as to maximize the subsidy they receive from interconnecting with LECs, to whom they would owe no compensation for terminating traffic originated by CMRS customers.<sup>2</sup> The complete avoidance of access charges is another obvious possibility under such a regime.<sup>3</sup> The cost-based mutual compensation model already chosen by the Commission, and recently required by Congress would not permit such "gaming" of the process.

It was for this reason that, in enacting the Telecommunications Act of 1996,
Congress specifically provided for a cost-based approach to LEC interconnection with
all telecommunications carriers.<sup>4</sup> If the Commission were to create a special subsidy for
CMRS providers in the form of a bill and keep regime, this would create a new, more
insidious opportunity for CMRS providers to benefit from arbitrage. Depending upon
the design, capacity and other parameters at any given point within its network, a

<sup>&</sup>lt;sup>2</sup> <u>See, e.g.</u>, Comments of Pacific Bell, Pacific Bell Mobile Services and Nevada Bell, at 11-13 (noting that AT&T Wireless and Sprint -- two of the largest winners at the Commission's broadband PCS auctions -- could switch large volumes of their long distance traffic to their own MTSOs, and then terminate that traffic absolutely free by sending it to LEC who would receive absolutely no compensation).

<sup>&</sup>lt;sup>3</sup> <u>See</u>, Comments of LDDS, at 11-13 (CMRS providers could terminate interLATA traffic to an affiliated entity, avoiding access charges completely, and leading to severe uneconomic distortions in the overall interstate access market).

<sup>&</sup>lt;sup>4</sup> Telecommunications Act of 1996 (hereinafter "Act"), 47 USC §252.

CMRS provider would quite logically demand either interconnection on a bill and keep basis as the Commission would allow, or on a cost-recovery basis as required by the Act. Thus, CMRS providers would enjoy the best of all possible worlds at the sole expense of the customers of interconnecting LECs."5

The problem of arbitrage is of particular concern in the emerging "one-stop-shopping" environment. The distinguishable categories of service providers which characterized the telecommunication marketplace of five years ago are now blurred together, and a single entity may well offer interexchange, local exchange, cellular, PCS, and other services.<sup>6</sup> From a technical standpoint, the types of traffic exchanged among all these types of service providers are indistinguishable. Adopting different compensation arrangements for different categories of traffic would virtually guarantee economically inefficient arbitrage.

#### III. The economic literature opposes "bill and keep" in the LEC-to-CMRS context

The Commission should take special note of the virtually complete absence in the Comment cycle of any new economic materials in support of the tentative conclusion of

<sup>&</sup>lt;sup>5</sup> This clearly unjust result would doubtless be embraced by at least one party, who declared that "the 1996 Act clearly establishes the treatment of the incumbent LEC network as a resource for the use of other telecommunications carriers (Comments of CompTel, at 3). Hopefully, the Commission does not share that vision.

<sup>&</sup>lt;sup>6</sup> For example, SBC Mobile, AT&T and MCI have all been certified to provide local exchange service within areas also served by Ameritech.

the NPRM7 that a bill and keep approach would be appropriate in the instant situation.8 This result is not particularly surprising, in that the basic bill and keep concept is by design an economically-inefficient substitute for the workings of the marketplace. Nor was it argued in the Comments of any party that the two acknowledged factual predicates for the application of bill and keep — balanced traffic flows between the carriers, and a near-zero interconnection cost9 — are present in the LEC-to-CMRS interconnection context. Even the economists hired by the strongest advocates of bill and keep were forced to admit that traffic imbalances exist,10 and that LEC costs for termination of CMRS-customer originated traffic are, in fact, greater than zero.11 Based on this record, the Commission should find specifically that adoption of a bill and keep approach is not justified.

<sup>&</sup>lt;sup>7</sup> NPRM, at 20 (¶ 39).

<sup>&</sup>lt;sup>8</sup> The only such evidence offered in support of bill and keep was paid for by AT&T Wireless (Affidavit of Bruce Owen of "Economists, Incorporated"), and CTIA (Affidavit of Brenner and Mitchell of Charles River Associates).

<sup>&</sup>lt;sup>9</sup> NPRM, at 30 (¶ 61).

<sup>&</sup>lt;sup>10</sup> Brenner & Mitchell affidavit of CTIA, at 19 (terminations on the LEC exceed terminations on cellular by 3:1); Owen affidavit of AT&T Wireless, at 7 (carriers' pricing policies could easily change in the future, in ways that affect the relative balance of traffic).

<sup>&</sup>lt;sup>11</sup> Brenner & Mitchell affidavit of CTIA, at 25-28 (interconnection prices should be set equal to marginal or incremental cost without recognition of joint and common costs). Owen affidavit of AT&T Wireless, at 8 (costs are likely to be "modest").

#### IV. Conclusion

For the foregoing reasons, the Commission should maintain its cost-based approach to interconnection, and permit negotiated interconnection arrangements to continue to drive the timely and efficient deployment of network capacity and capabilities. The forces of a competitive marketplace have produced the modern and efficient network of networks from which all American telecommunications consumers benefit today. These same forces should be permitted to continue in full force,<sup>12</sup> unfettered by an artificial regulatory construct that advantages the few at the undeniable expense of the many.

> Respectfully submitted, Frank Panek Hra

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<sup>&</sup>lt;sup>12</sup> As foreshadowed in its Comments in this proceeding (Comments of Ameritech at 5), Ameritech and a major national CMRS provider have executed a formal interconnection agreement providing for a discrete cost-based mutual compensation element. This agreement between the parties is the product of vigorous negotiation, and reconfirms the fact that the marketplace operates best when regulators simply

# **CERTIFICATE OF SERVICE**

I, Deborah L. Simmons do hereby certify that a copy of the foregoing Reply Comments of Ameritech has been served on all parties of record, via first class mail, postage prepaid, on this 25th day of March 1996.

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